

## Message Text

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ACTION EB-07

INFO OCT-01 EA-06 ISO-00 CAB-02 CIAE-00 COME-00 DODE-00

DOT-00 INR-07 NSAE-00 RSC-01 FAA-00 L-02 SS-15 NSC-05

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R 141147Z JAN 75

FM AMEMBASSY BANGKOK

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E.O. 11652: N/A

TAGS: EAIR, TH

SUBJECT: CIVAIR: UPCOMING CONSULTATIONS

REF: A. STATE 3236; B. BANGKOK 534; C. STATE 265958

1. SUMMARY. COMMUNICATIONS MINISTRY OFFICIAL STATED JAN 14 RTG EXPECTS USG CIVAIR DELEGATION TO RETURN BANGKOK FOR CONSULTATIONS FEBRUARY, AS PROMISED, AND IF RTG ROUTE REQUESTS NOT MET, RTG WILL UNILATERALLY IMPOSE SEVERE RESTRICTIONS ON ALL THREE U.S. AIRLINES OPERATING THROUGH BANGKOK. END SUMMARY.

2. JANUARY 14 EMBOFF PASSED TO DR. SISUK CHANTHARANGSU, MINISTRY OF COMMUNICATIONS, PACKETS OF TWA-PAA ROUTE SWAP DOCUMENTS POUCHED BY DEPARTMENT. SISUK SAID HE HOPED CAB WOULD HAND DOWN DECISION IN CASE BY END OF JANUARY, BUT THAT, REGARDLESS, RTG WISHED RESUME CONSULTATIONS WITH USG DELEGATION IN BANGKOK NOT LATER THAN LAST WEEK FEBRUARY. HE HEDGED SLIGHTLY SAYING RTG WOULD AGREE TO EARLY MARCH MEETING, IF NECESSARY, AND SUGGESTED USDEL PROPOSE A DATE SOONEST.

3. EMBOFF SAID IT IMPOSSIBLE TO ANTICIPATE TIME REQUIRED FOR BOARD TO STUDY ROUTE SWAP PROBLEM, AND IT MIGHT BE BETTER TO LEAVE TIMING FOR RESUMPTION OF TALKS OPEN UNTIL ROUTE SWAP PICTURE BECOMES CLEARER, ADDING USG WOULD HAVE DIFFICULTY IN LIMITED OFFICIAL USE

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REACHING POSITION FOR TALKS IN FEBRUARY IF ROUTE SWAP NOT YET

DECIDED. SISUK REPLIED ROUTE SWAP IS INTERNAL USG MATTER AND RTG HAS ONLY MARGINAL INTEREST IN MANNER IN WHICH USG ALLOCATES ITS ROUTE RIGHTS AMONG U.S. AIRLINES OPERATING THROUGH BANGKOK. HE SAID RTG DELEGATION AGREED IN NOVEMBER TO ACCOMMODATE USG REQUEST FOR RECESS BECAUSE ROUTE SWAP PROBLEM HAD CLEARLY ARISEN WITHOUT WARNING, BUT THAT RTG WOULD EXPECT USG TO HONOR PLEDGE GIVEN BY USDEL IN NOVEMBER TO RETURN BANGKOK IN FEBRUARY.

4. SISUK SAID HE HOPED USG WOULD DEVELOP POSITION WHICH WOULD SATISFY RTG DEMANDS. HE WISHED THERE TO BE NO MISUNDERSTANDING ON EMBASSY'S PART THAT, SHOULD FEBRUARY TALKS FAIL, RTG INTENDS TO IMPOSE SEVERE RESTRICTIONS ON CAPACITY AND FREQUENCY OF FLIGHTS BY TWA, PAA, AND FLYING TIGER THROUGH BANGKOK.

5. EMBOFF SAID HE UNDERSTOOD RTG POSITION, BUT WISHED TO MAKE CLEAR USG COULD NOT NEGOTIATE UNDER THREAT OF DURESS, AND, POINTING OUT PROMPT USG ACTION TO AMEND 402 PERMIT FOR AIR SIAM (REF A), PROPOSED THAT RTG, INSTEAD OF MAKING THREATS, TRY TO CREATE GOOD ATMOSPHERE FOR CONSULTATIONS BY PERMITTING PAA TO OPERATE SUSPENDED FLIGHTS 841/842 PENDING OUTCOME TALKS.

6. SISUK RESPONDED RTG HAD NO DESIRE TO INFLUENCE ATMOSPHERE ONE WAY OR THE OTHER, AND THAT HE DID NOT WISH HIS FRANK WORDS TO EMBOFF TO BE CONSTRUED AS A THREAT; HE MERELY WISHED USG TO KNOW IN ADVANCE CONSEQUENCES WHICH WOULD FLOW FROM FAILURE TALKS. HE ADDED THAT RTG HAD PERMITTED 841/842 TO OPERATE IN SPRING 1973 AS GESTURE GOOD WILL IN ADVANCE JUNE TALKS; HOWEVER, USG FAILED RECIPROCATATE, AND TALKS TOTAL FAILURE. RTG CUT OFF 841/842 AS RESULT USG FAILURE HONOR COMMITMENT GIVEN IN JUNE 1974 TO RETURN TO BANGKOK FOR TALKS IN SEPTEMBER.

7. SISUK THEN NOTED PAA'S RAPID ACTION IN MEETING LABOR DEMANDS AFTER SERVICES WERE SEVERED HERE FOR TWO DAYS (REF B). HE DECLARED RTG CIVAIR AUTHORITIES NOW MORE THAN EVER CONVINCED RTG CAN SECURE EQUALITY AND RECIPROCITY FROM USG UNDER BILATERAL AGREEMENT BY PUTTING PRESSURE ON U.S. AIRLINES, BUT THAT THEY STILL CONTINUE HOPE AGREEMENT CAN BE REACHED WITHOUT PUBLIC CONFRONTATION BETWEEN GOVERNMENTS. SISUK DECLINED TO BE DRAWN INTO DISCUSSION OF RTG'S PROBABLE MINIMUM DEMANDS, BUT DID ADMIT THAT RTG WOULD BE PREPARED DISCUSS QUESTION OF ADDITIONAL FIFTH FREE-LIMITED OFFICIAL USE

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DOM CARGO RIGHTS FOR U.S. AIRLINES AS PART OF EVENTUAL "SATISFACTORY SETTLEMENT."

8. REVERTING TO SEIZURE OF PAA'S 747, EMBOFF SAID HE HOPED RTG WAS TAKING STEPS TO PREVENT SIMILAR SEIZURES IN FUTURE. SISUK SAID NO SPECIAL STEPS BEING TAKEN, BUT NOTED EFFORTS OF HIS FATHER, UNDER SECRETARY SIRILAK CHANTHARANGSU, WHO, AT REQUEST EMBASSY, HAD URGED MINISTER OF LABOR, DIRECTOR GENERAL OF CIVIL AVIATION,

AND DIRECTOR GENERAL OF THAI INTERNATIONAL TO DO ALL IN THEIR POWER TO EXTRACT HOSTAGE AIRCRAFT FROM CORRAL THROWN UP BY AIRPORT WORKERS.

9. GIST OF CONVERSATION HAS BEEN RELAYED TO TWA AND PAA REPS.

10 COMMENT. DR. SISUK, SOMETHING OF A MOUSEY LITTLE MAN, WAS DOWNRIGHT CONFIDENT AND EXPANSIVE, WITHOUT BEING HOSTILE, DURING FOREGOING EXCHANGE. OUR RECOMMENDATION IS THAT DEPARTMENT CONSIDER SISUK'S WORDS AS REPRESENTING RTG POLICY, AND URGE PAN AMERICAN TO TAKE THEM AT FACE VALUE. HOWEVER, SHOULD PAN AMERICAN CHOOSE TO PUT RTG'S RESOLUTION TO THE TEST IN UPCOMING TALKS THAT ACTION WOULD COME IN A CONTEXT FAR LESS INJURIOUS TO THE OVERALL U.S. PUBLIC INTEREST THAN WOULD HAVE BEEN THE CASE HAD SUCH CONFRONTATION TAKEN PLACE PRIOR TO THE ELECTIONS. WE ALSO RECOMMEND THAT DEPARTMENT PROPOSE DATES FOR TALKS ASAP, BEARING IN MIND DR. SIRILAK WILL BE IN TOKYO FOR TALKS FEB 17-21. WE PROPOSE, HOWEVER, THAT UNLESS USDEL WILL BE EMPOWERED AS LAST RESORT TO CONCEDE WHAT IS NECESSARY TO MAINTAIN, AND HOPEFULLY IMPROVE, HIGHLY FAVORABLE BALANCE OF AVIATION PAYMENTS HERE, WE SEEK AFTER ELECTIONS TO POSTPONE TALKS, IN FULL KNOWLEDGE OUR ACTION WILL PROBABLY PROVOKE RTG TO RESTRICT U.S. AIRLINE OPERATIONS HERE. WE BELIEVE POLITICAL DAMAGE TO OVERALL U.S. INTERESTS FROM THAT SEQUENCE OF EVENTS WOULD BE FAR LESS THAN THAT WHICH WOULD RESULT FROM SAME RESTRICTIONS IMPOSED BY RTG AT END OF ANOTHER ROUND OF FRUITLESS TALKS.

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## Message Attributes

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